

# Land Use Objectives and Policies



## Green Bay Smart Growth 2022



# Land Use Plan

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# Land Use Plan

## Relationship to the Issues and the Concept Plan

The purpose of the Land Use Plan chapter is to guide public and private actions in regard to the pattern of land use and development and to express ideas from other plan chapters as they relate to land use.

The land use plan is the central element of *Smart Growth 2022*, and many people will think of this chapter as “the comprehensive plan.” Although there are ten other plan chapters, they are each related to the land use plan as they each have a geographic component. Consequently, there is some overlap, and other elements provide more detail on certain subjects mentioned in this chapter.

The objectives and policies of this chapter are expected to be implemented through the City’s zoning ordinance, which will be extensively amended soon after the adoption of *Smart Growth 2022* and through the administration of that ordinance by City staff, the Planning Commission and the Common Council.

## Summary of Issues

The major land use issues are summarized as:

**Fringe Growth:** What should be the future pattern of land use on the City’s perimeter?

**Public Access to the Riverfront:** To what extent should the City strive to provide or require public access to the riverfront during property redevelopment?

**Neighborhood Stabilization or Improvement:** What should the plan include to help protect or revitalize older neighborhoods?

**Annexation:** Should the City promote annexation petitions from landowners in the Towns of Humboldt, Scott or Bellevue?

**New Neighborhood Design:** What design features should be incorporated to create the most attractive, sustainable neighborhoods?

**Industrial Growth:** Where should future industrial and office growth occur?

**General Redevelopment:** How proactive should the City be in encouraging redevelopment?

**Brownfield Redevelopment:** To what extent, if at all, should the City expend funds to help cover costs related to pollution clean up,

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land assembly or access improvements to stimulate redevelopment?

**Riverfront and Bayfront:** How should the City respond to its two greatest natural features – the Fox River and Green Bay? Should riverfront businesses that are not river-dependent be encouraged to relocate in order to free up land for “more appropriate” riverfront development? What role, if any, should the City play in their relocation?

**Major Institutions:** What should the City do in response to the continuing need for growth of St. Mary’s, Bellin and St. Vincent’s Hospitals?

**Arterial Road Corridors:** What approach should the City and County take to resolve the conflicts between housing and commercial development along its arterial roads and to prevent or minimize those problems in the future?

**Zoning Ordinance:** What changes should be made to the zoning ordinance to achieve the objectives of the land use plan?

**Integration of Land Use and Zoning:** How can land use plan goals be reflected and implemented through the City’s ordinances?

**Role of the Plan:** How strong should the Comprehensive Plan be in setting City policy, ordinances and budgeting?

## Guidance from the Concept Plan

The *Smart Growth 2022* Concept Plan provides this direction to the land use plan:

**Compact Growth:** Direct most new development to areas currently served by public utilities and roads while providing sufficient additional arterial roads and trunk utilities to attract private investment and keep land prices competitive. Continue to follow the City’s Development Districts Policy.

**Municipal Growth:** Increase the population and number of households within its municipal boundaries but not at the expense of sacrificing neighborhood quality or prime natural resources.

**Regional Planning:** Encourage the nearby Towns and Villages to adopt plans and zoning consistent with the preservation of agriculture, protection of natural resources and cost-efficient urban growth.

**Redevelopment and Reinvestment:** Public policy along with market forces should combine to address redevelopment locations. Reinvestment needs within Green Bay should be given equal priority with new land development and fringe growth.

A high priority should be placed on creating incentives to stimulate private reinvestment in redevelopment, infill and pollution clean-up throughout the community.

Redevelopment activities should receive priority on the riverfront, in distressed neighborhoods and key activity centers.

**Neighborhoods:** Existing neighborhoods and activity centers within Green Bay should be the focus for the majority of, but not all, new growth.

**Annexation:** The City should provide incentives for annexation such as high-quality infrastructure, good water, parkways, greenways and well-planned neighborhoods.

Green Bay should work with other Wisconsin municipalities to change annexation statutes to give all Wisconsin cities additional ability to manage growth in a cost-effective attractive manner.

**Urban Character:** Growth should be urban in style and density, cost-effective over the long term and environmentally sensitive.

**Downtown:** Downtown Green Bay should continue to be the priority focus of revitalization efforts with a strong emphasis on historic preservation.

Downtown should continue to function as the regional center for office, government, and entertainment. Emphasis should be on offices or housing over shops (mixed-use development), an attractive pedestrian environment, increased housing, day and night activities, river access and intensified land uses. Downtown should be enhanced by additional or improved public open space and paths along the Fox and East Rivers.

**Riverfront Land Uses and Parks:** Riverfront land use should focus on river-dependent industries, parks, housing and offices. The working river and international port are vital to the local and regional economy and must be maintained.

Existing riverfront parks should be linked. An emphasis should be placed on creating more parks and open space.

**Riverfront Redevelopment:** Green Bay should take a proactive approach to the redevelopment and clean-up of riverfront property to accommodate a mixture of residential, office, hotel, recreation, natural areas protection and technology-oriented land uses.

**Rural Areas:** Green Bay should attempt to lead adjacent rural Towns to slow the rate of housing growth through stronger land development controls and an increased supply of housing in serviced locations in the City of Green Bay.



### Plan Overview

The land use challenge for Green Bay will be to create attractive new neighborhoods, improve the quality of older areas through maintenance and redevelopment, and leverage its natural resources for economic development and quality of life.

Most of the land development in Green Bay during the 2002 through 2022 time period will occur east of I-43 and west of La Count Road, but there are several previously-developed locations that will also be the focus of attention. Some of this growth may occur in tandem with annexation petitions from landowners in the Town of Scott. Redevelopment opportunities will occur along the Fox and East Rivers, near the bay and along several of the major streets such as Mason, Main and University.

Other chapters of *Smart Growth 2022* also provide direction to land use, development and design. Those include:

- The Neighborhoods and Districts Plan
- The Urban Design Plan
- The Natural Resources Plan
- The Parks, Greenways and Parkways Plan
- The Utilities Plan.

Those chapters should be consulted for further detail.

**Goal: Plan and regulate the pattern of land use to find a desirable balance among quality of life, property values, environmental protection and economic development.**

### Summary of Objectives

**Objective 1 – Smart Growth.** Achieve Smart Growth by investing in established areas, carefully planning new neighborhoods, providing attractive public amenities and protecting environmental resources.

**Objective 2 – The Land Use Plan Map.** Regulate land use consistently with the Land Use Plan map, Figure 18-1, and the policies of this plan.

**Objective 3 – Development Sequence.** Extend utilities and collector roads to new areas in a way that accommodates market demand while using existing infrastructure efficiently.

**Objective 4 – Riverfronts.** Guide riverfront land use to river-dependent industries, parks, housing and offices.

**Objective 5 – The Bayfront.** Guide the bayfront for parks and public open space, housing, offices and water-dependent industries.

**Objective 6 – Downtown.** Continue to revitalize downtown Green Bay as the regional center for office, government, entertainment and housing.

**Objective 7 – Major Roadway Corridors.** Plan land use along its major road corridors in a manner supportive of the functional classification of the road,

**Objective 8 – Environmental Resources.** Safeguard and improve environmental features as a means of promoting sustainable urban development, revitalization and quality of life.

**Objective 9 – Redevelopment.** Restore underutilized urban and waterfront properties to viable commercial, residential or recreational opportunities.

**Objective 10 – Transit-Oriented Development.** Promote development in certain corridors and districts that encourages transit ridership.

**Objective 11 – Economic Development.** Plan locations for light and heavy industries, port activities and tourism-related businesses.

**Objective 12 – Inappropriate Land Use.** Reduce land use conflicts through redevelopment of blighted, vacant or underutilized properties, enhanced buffering or screening, and improved building and site design.

**Objective 13 – Municipal Expansion.** Work to maintain a well-planned and fiscally sound community by including all appropriate land areas within its City boundaries.

**Objective 14 – Local and Regional Investments.** Invest in public facilities so as to maximize their impact, minimize duplication and advance the other objectives of *Smart Growth 2022*.

**Objective 15 – Regional Planning.** Encourage the nearby Towns and Villages to adopt plans and zoning consistent with the preservation of agriculture, protection of natural resources and cost-efficient urban growth.

**Objective 16 – Land Use Plan Implementation.** Use this plan as a basis for reviewing development applications, as the foundation for rewriting the City's zoning ordinance and as a guide for neighborhood or district plans.

**Objective 17 – The Planning and Regulatory Process.** Build regional land use planning relationships that help accomplish *Smart Growth 2022*.



## Objectives and Policies

### Land Needs for Population, Housing and Employment

The Land Use Plan map needs to guide sufficient area for land development to accommodate at least 20 years of forecast growth in households and jobs. Additional planned areas need to be shown so as to provide longer term expectations and to provide flexibility in the market. The forecasts in Table 18-1 are intended to indicate adequate land supply, not to limit the City's ability to continue to develop. Agricultural land (currently approximately 3,200 acres) is considered an interim land use in a developing city and is expected to gradually be converted to other uses; thus no land "needs" are forecast for this use.

The land use plan map, Figure 18-1, provides more than enough land within the City of Green Bay to cover the needs of the 2002 through 2022 period. The staging of land development in the eastern and western fringe areas will be driven by private investors consistent with the Development Districts Policy described below.

The Green Bay Sewer Service Area has been allocated 4,950 acres by the Brown County Sewage Plan. Remaining east side development would consume 3,826 acres, leaving 1,124 acres for new growth across the rest of the city, which should be adequate.

**Table 18-1: Forecast of Land Needs, 2002 to 2022, for the Entire City, in Gross Acres**

	2002 through 2006	2007 through 2011	2012 through 2016	2017 through 2021	Total
<b>Residential</b>	245	245	245	245	980
<b>Commercial</b>	74	74	74	74	294
<b>Industrial</b>	74	74	74	74	294
<b>Agricultural</b>	0	0	0	0	0
<b>Total</b>	393	393	393	393	<b>1,568</b>
<b>Residential East of I-43</b>	200	200	200	200	<b>800</b>

Notes: Forecast of additional households 2002 to 2022: 3,227. Additional population: 7,742. (Source: WDOA, January, 2002).

Historic average absorption of acreage for commercial, industrial and office development: 40 acres per year.

Acreage available in or near I-43 business Park: 185 acres as of the end of 2001.

**Table 18-2: Planned Land Use on Land that was Undeveloped in 2001, East of I-43 Only**

Low-Density Housing	Low – Mid Density Housing	Medium and High Density Housing	Traditional Neighborhood	Commercial	Business Park	Parks & Open Space	School	Water	Wetland	Total
1,272	239	179	298	159	828	717	87	14	33	<b>3,826</b>

## Objective 1 – Smart Growth

**Achieve Smart Growth by investing in established areas, carefully planning new neighborhoods, providing attractive public amenities and protecting environmental resources.**

### Recommended Policies:

- 1. Compact and Contiguous Growth:** Growth in Green Bay will be guided to locations either contiguous to or within presently urbanized areas. Land use should be either urban and compact or rural and very low density. This would serve to:
  - Promote efficient use of serviced land
  - Promote continued investment in older areas
  - Limit public and private expenses
  - Protect sensitive environmental resources
  - Preserve rural character
  - Conserve nearby fringe areas for future urbanization when public sewer and water service become available
  - Reduce driving
  - Enable increased use of transit and bicycling
  - Preserve the distinction between urban and rural areas
  - Create a stronger sense of neighborhood and community.
- 2. New Neighborhoods:** New neighborhood will include a variety of types of housing, including both detached and attached units, local streets built to encourage appropriately slow traffic

speeds, street trees and sidewalks, parks and greenways within walking distance, and small commercial areas that accommodate not just cars but also bicyclists and pedestrians. (Refer to the Neighborhoods and Districts Plan for further policy direction.)

- 3. Infill and Reinvestment:** Green Bay will provide various incentives for the re-use or more intensive use of locations that were not previously developed, locations that have been built upon but cleared and locations that are underutilized or highly deteriorated. Some part of the future growth in jobs and housing will be captured in the older parts of the city to keep those areas vital and to use prior public investments. Incentives may include planning and zoning, buying, preparing and reselling property, and improving roads, utilities and parks. Prime locations for infill and redevelopment activity include the Fox Riverfront, the downtown and its edges, portions of the older residential neighborhoods, and portions of the major road corridors such as Main, University, Velp or Mason.
- 4. Older Neighborhoods:** Existing neighborhoods, including residential and commercial areas, will be kept attractive and economically vital by providing high-quality streets, parks, street trees, fire, police and other public services, by enforcing local ordinances related to maintenance and upkeep, by assisting redevelopment and by requiring new development to be attractive and respectful of its neighbors.

- 5. Guiding Growth with Public Infrastructure:** Green Bay will use its public investments to support new growth and encourage continuous reinvestment in established areas. In the eastern growth neighborhoods, new roads such as the Huron Parkway and the realigned Mason Street will provide improved access and identity. Across the city, the proposed system of parkways and greenways will help keep neighborhoods attractive and sustain property values. (Refer also to the Parks and the Utilities Plans for further policy direction.)
- 6. Maintaining Growth Forecasts:** The City will work with Brown County and the Green Bay Area School District to update its twenty-year forecast of population, households and jobs for the sake of planning roads, utilities, parks and schools.
- 7. Leadership on Regional Land Use:** The City of Green Bay will continue to participate in and initiate discussions about sensible land use planning in Brown County and the Fox River Valley. Green Bay will advocate compact cities with high quality public infrastructure and well designed private investments surrounded by agricultural areas with very few non-farm houses, interlaced with wetlands, greenways and forests.
- 8. Annexation:** Annexation will be one of the means by which Green Bay will seek to create a compact, attractive and sustainable urban area that is distinct from the nearby rural area. Green Bay will encourage annexation petitions by providing high quality public infrastructure and progressive planning. See also Objective 12, Municipal Expansion.

## Planned Pattern of Land Use

A proposed pattern of future land use for Green Bay and its immediate area is illustrated by Figure 18-1 and is based on the other objectives and policies of *Smart Growth 2022*. This pattern is generalized and not exact. It will be used by City staff and officials to adjust zoning maps and to make recommendations and decisions about rezoning requests. The land use plan map should not be taken too literally but should be used in conjunction with the policies from this chapter, the Neighborhoods Plan, the Urban Design Plan, the Parks, Parkways and Greenways Plan, the Natural Resources Plan and with good judgement. Table 18-3 provides a more detailed description of each category along with a summary of potential zoning districts that may be used relative to each land use category.

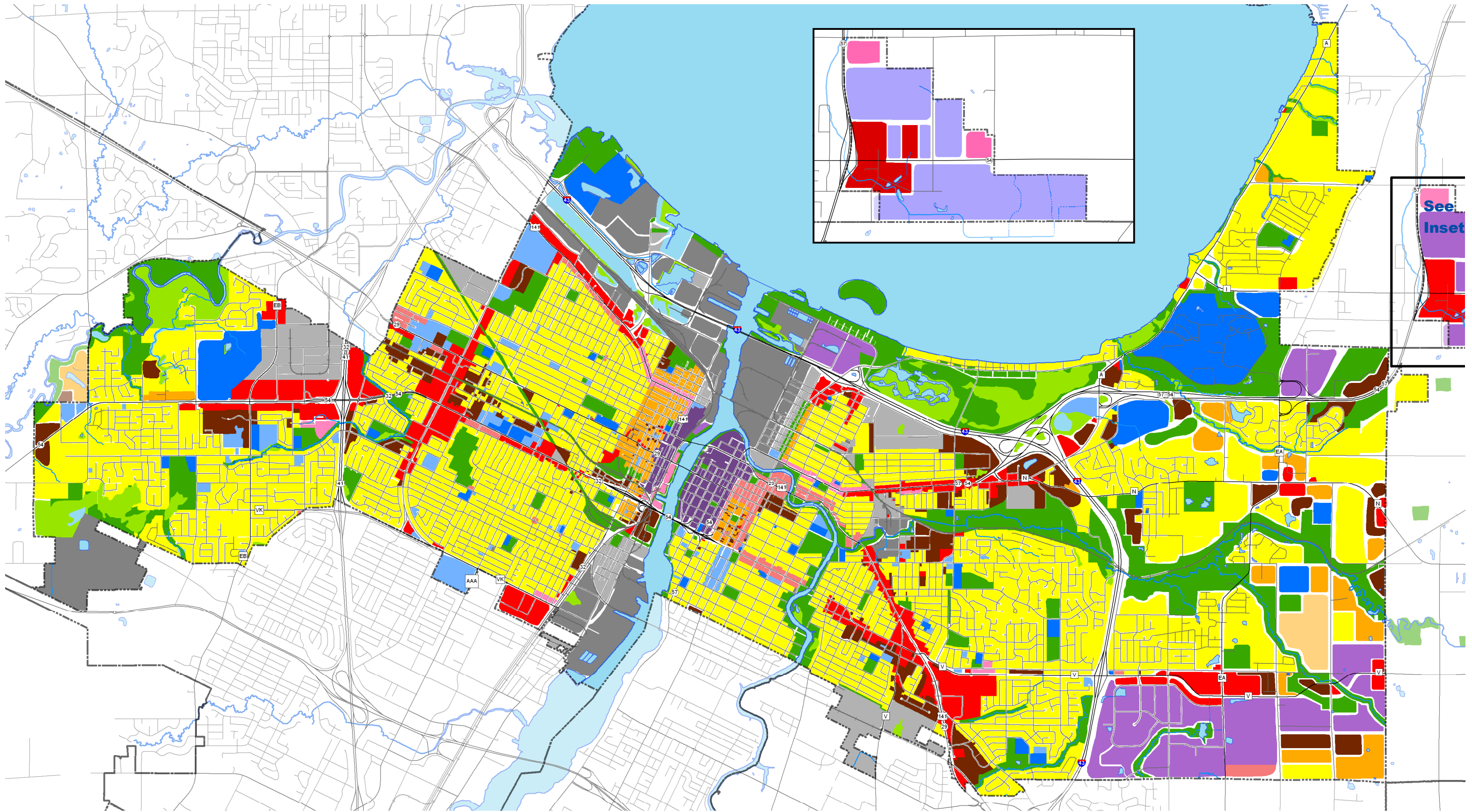
## Objective 2 – The Land Use Plan Map

**Regulate land use consistently with the Land Use Plan map, Figure 18-1, and the policies of this plan.**

### Recommended Policies:

- 1. Land Use Plan Map and Categories:** The City of Green Bay will officially adopt and follow the land use pattern shown by Figure 18-1. This map is presented at a larger scale in the Neighborhoods and Districts Plan. The categories of the land use plan map are described below.

Figure 18-1 will be reviewed for accuracy and relevance by the City staff and the City Planning Commission at least once every two years. The zoning ordinance and map will be amended to enforce it.



- |                                      |  |                             |                                 |
|--------------------------------------|--|-----------------------------|---------------------------------|
| Low Density Housing                  | Commercial                                 | Business Park               | Schools                         |
| Low / Medium Density Housing         | Downtown                                   | Light Industry              | Parks                           |
| Medium / High Density Housing        | Medium Intensity Retail, Office or Housing | General Industry            | Wetlands and Private Open Space |
| Traditional Neighborhood Development | High Intensity Retail, Office or Housing   | Other Public or Semi-Public | Water                           |

**Figure 18-1**  
**Land Use Plan**



**Table 18-3: Land Use Plan Categories and Proposed Zoning Map Categories**

<b>Land Use Plan Map Category</b>	<b>Land Uses</b>	<b>Potential Zoning Districts</b>
Low Density Housing	The Low Density Housing category includes single-family housing and limited two-family housing plus currently existing small neighborhood-oriented retail or service businesses. Allowable densities range from approximately 4 to 8 housing units per gross acre, with lot sizes in the range of 5,000 to 13,000 square feet.	R1A Low Density Residential R1B Low Density Residential
Low and Medium Density Housing	This category includes single- and two-family housing plus carefully integrated townhouses or other housing forms with individual outdoor entrances and not more than 8 housing units per building. Allowable densities range up to approximately 10 housing units per gross acre.	R1B Low Density Residential R2 Medium Density Residential
Medium and High Density Housing	Townhouses. 4-, 6- and 8-unit buildings with individual exterior entrances, and all forms of apartment buildings are included in this category, which has been located where there is good traffic access, between Low-Density Housing and non-residential land uses, and at high-amenity locations such as the greenways or parkways. The density is expected to be greater than 8 housing units per net acre.	R2 Medium Density Residential R3 Varied Density Residential
Traditional Neighborhood Development	This category includes a variety of housing units, types and densities along with small-scale retail businesses and offices, sometimes in mixed-use buildings. All buildings are set close to the sidewalk with doors and windows facing the street. Parking is to the rear. Streets are narrow and include sidewalks and trees in the terrace. Parks and other public spaces are carefully designed as neighborhood focal points.	NC Neighborhood Center TND Traditional Neighborhood Development
Medium Intensity Retail, Office or Housing	This mixed category indicates that a variety of commercial and/or mid-or high-density housing may be appropriate at major intersections and along certain road corridors. It is not possible in this plan to indicate exactly which land parcels should be designated for each of these land uses; that determination should be made as the zoning maps are refined and as development applications come forward. Since these land uses may have differing impacts on adjacent low-density housing and on traffic generation, the site planning guidelines of this plan and the regulations of the zoning ordinance must be observed during the site planning process. Consistent with the plan policy of generally increasing the compactness of urban development, housing may be combined in the same building or closely integrated on the same site with retail or office space.	OR Office Residential NC Neighborhood Center D Downtown General Commercial

<b>Land Use Plan Map Category</b>	<b>Land Uses</b>	<b>Potential Zoning Districts</b>
High Intensity Retail, Office or Housing	This category is similar to the Medium Intensity Retail, Office and Housing category except that the density and intensity of land development is expected to be greater. Policies call for mixed- and multiple-land uses on any given site, with major consideration given to creating attractive pedestrian spaces and streetscapes, and shared or public open spaces.	OR Office Residential D Downtown C1 General Commercial
Commercial	Businesses providing retail trade or services for individuals or businesses.	C1 General Commercial C2 Highway Commercial C3 Community Center Commercial
Downtown	This land use category allows and promotes high-intensity office, retail, housing, entertainment, convention and public land uses, preferably in mixed-use buildings with strong pedestrian orientations.	D Downtown
Business Park	Office buildings, office-showroom, and light industrial buildings in landscaped “campus” settings with hidden truck docks and no outdoor storage are allowed in this category. This category is intended to be a more attractive alternative to conventional light industrial areas. The emphasis is on the office instead of the industrial component.	BP Business Park
Light Industry, Office and Office-Warehouse	Manufacturing, assembly, office and warehousing activities are included in this category.	LI Light Industrial
General Industry, Transportation and Utilities	This category includes industry that involves railroad service, heavy truck traffic, extensive outdoor storage, noise or odors, and the handling of raw materials. It also includes railroad yards, outdoor truck parking, the power plant and the sewage treatment plant.	GI General Industrial
Schools	Includes public and private schools and colleges	P Public I Institutional
Other Public and Semi-Public Buildings	This category includes public buildings and public facilities, buildings for private organizations that are supported heavily by public funds and donations (e.g., museums), hospitals and closely associated medical clinics (even though they may be privately owned), places of worship and cemeteries.	P Public I Institutional C Conservancy
Park	Public parks.	P Public
Wetland and Private Open Space	Public or private land determined to be a wetland under the state or federal regulations and protected from development; major private open spaces such as golf courses.	Conservancy

### Development Staging

The Residential Development Districts Policy was adopted to promote neighborhood lot infilling and to more equitably charge developers for the lot-related services provided primarily for those newly-created lots. The Development Staging Policy divides the City into three districts to promote development according to forecast population and land use needs. Its provisions have been woven into the requirements of the City's Subdivision Ordinance.

The City of Green Bay is the only unit of government in the region to have adopted such a policy. One of its effects has been to encourage contiguous development and discourage development separated by a substantial amount of vacant land from previous development (sometimes called "leapfrog development"). It restricts the amount of land that is potentially serviced by utilities and ready for platting and puts more of the development costs on the developer compared to the community as a whole.

Some critics argue that this puts the City of Green Bay at a competitive disadvantage in attracting housing or other investment. Supporters point to the public cost savings, more efficient use of public infrastructure, equitable allocation of costs, more efficient use of land and better neighborhood design.

The development districts and their corresponding requirements are illustrated in Figure 18-2 and described as follows:

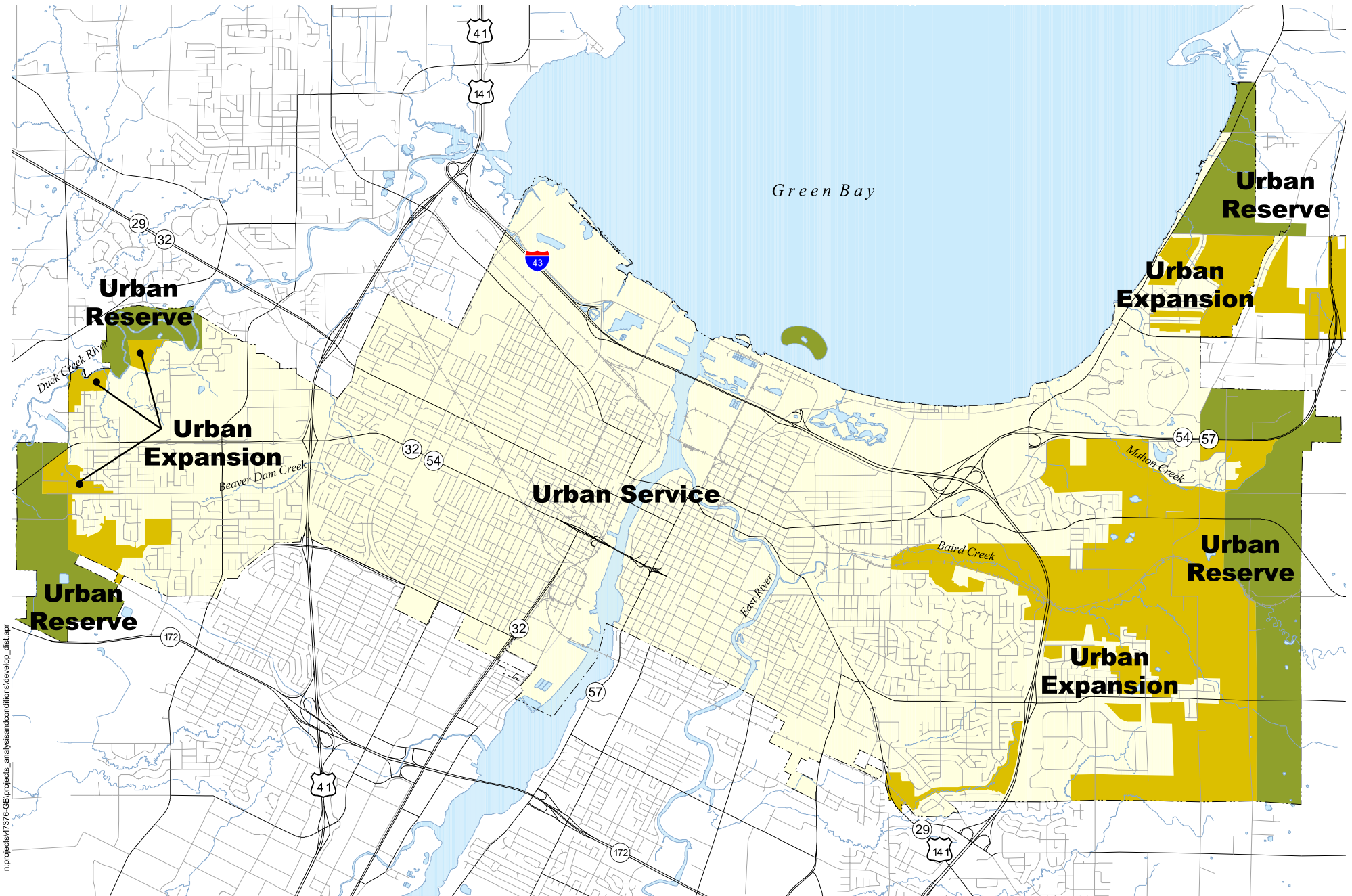
**Urban Service District:** Those areas in which infilling is encouraged because they are already fully serviced by urban facilities, are within one mile of an existing neighborhood park and are within the City's developable area as designated in the Comprehensive Plan. Development requirements for land divisions within this district are:

- Cash bonds for interior lot drainage and grading
- Cash payments for street trees and street light
- Cash sums for street, sewer and water improvements adjacent to the land division at rates paid in accordance to the City's Special Assessment Ordinance

**Urban Expansion District:** Those area of the City that are located on the fringe of the Urban Service District and are already partially served and/or may be fully served with minimal additional facilities expansion and are within the City's developable area as designated in the Comprehensive Plan. Development requirements for land divisions in this district are:

- Cash bonds for interior lot drainage and grading
- Cash payments for street trees and street light
- Cash sums for street, sewer and water improvements adjacent to the land division, and all costs incurred by the City to extend those improvements to the development, including supporting systems, at rates paid in accordance with the City's Special Assessment Ordinance.

**Urban Reserve District:** Those areas of the City in which land divisions smaller than ten acres are not allowed due to their distance from the urbanized and serviced area of the City.



**Figure 18-2**  
**Development Districts**



### Objective 3 – Development Sequence

**Extend utilities and collector roads to new areas in a way that accommodates market demand while using existing infrastructure efficiently.**

#### **Recommended Policies:**

- 1. Development Districts Policies.** The City will continue to manage the outward growth of utilities, roads and land development by following its Development Districts Policy.
- 2. Expanding the Urban Expansion District.** The Common Council, upon the recommendation of the City staff and City Planning Commission, will officially expand the Urban Expansion District when it is judged that:
  - There is a demand for serviced land for housing or businesses
  - It is feasible to extend sewer and water lines to a new area
  - A new park will be needed in the foreseeable future
  - Previously serviced locations have been mostly utilized.

### Objective 4 – Riverfronts and Stream Edges

**Guide riverfront land use to river-dependent industries, parks, housing and offices.**

#### **Recommended Policies:**

- 1. Fox River Land Uses:** The City will guide land use along the Fox River to take advantage of the dual benefits of the river – shipping and aesthetics. Thus, the pattern of land use and zoning will emphasize industries that use the river for shipping along with offices, housing and parks that can benefit from views of the water. The City and the Port of Green Bay will work to gradually concentrate industry outside of the downtown, that is, to the north of the mouth of the East River and to the south of the Porlier Street railroad bridge.

The Downtown Design Plan will be used as a guide for development and design details in the central portion of the river between the mouth of the East River and Mason Street.

***West Side of the Fox River:*** Activities along the west side of the central riverfront, from north to south, could include:

- A new office park and waterfront park just north of Dousman Street
- The Neville Museum
- Veterans' Park
- An apartment complex
- Offices and/or housing to replace the warehouses south of Shawano Street that are not water-dependent
- A mixed-use office, entertainment and retail complex in conjunction with a new recreational boat launch and marina north of the Mason Street bridge

- Either high-density housing and/or offices to eventually replace the coal piles south of Mason Street. The City and the Port of Green Bay (an arm of Brown County) should continue to study options for moving the coal storage and shipment operation to the bayfront. This change may not be feasible in the foreseeable future because of cost, environmental effects and the need to supply coal to the paper mill to the south. In all likelihood, coal will continue to need to be shipped by water rather than just rail, so an inland site is probably not feasible.
- Industrial redevelopment and infill west of Broadway north and south of Mason Street.
- Infill and redevelopment along Broadway with a “Main Street” pedestrian emphasis in the central section and more auto-oriented design to the north and south.

**West Side Parkland:** The west side of the central Fox Riverfront should be lined with a continuous band of parkland in locations where there is housing, offices, or entertainment. That park should be designed as a narrow but very nicely furnished pedestrian esplanade. One or two larger park spaces may intersect the esplanade and lend focus to adjacent land uses. Recreational trail corridors should link to the west along two railroad lines – one north of and one south of Mason Street -- that may be abandoned

**East Side of the Fox River:** Activities on the east side of the Fox River might include:

- Continued expansion and infill of the convention center district north of Main Street
  - Repositioning and redesign of Washington Commons (formerly Port Plaza Mall) into an attraction less focused on comparison retail shopping and possibly including more entertainment businesses. Adams Street will be reconnected across the site to improve the link between the convention district and the rest of downtown. (This activity was proposed subsequent to the 1997 *Downtown Design Plan*.)
  - Redevelopment of the public parking structure at Pine Street into a dense mixed-use site that takes better advantage of the river, possibly including offices, restaurants, small retail businesses and parking.
  - A residential and retail mixed-use building north of Walnut Street
  - An open-air market and marina near Crooks Street
  - Transient boat docks north and south of the Walnut Street bridges
  - A continuous public esplanade from the convention district to the existing recreational trail that begins at Mason Street.
- 2. East River Land Uses:** The City will gradually acquire properties along portions of the East River as needed to complete the East River Greenway described in the Park, Greenway and Parkway Plan. Those locations are between Joannes Park and Webster Avenue and along the east bank south of Anne Sullivan Park.
- 3. Baird Creek:** The City will continue to acquire land for park and greenway purposes along Baird Creek either through direct purchase or dedication when a subdivisions plat is approved. The aim is to create a continuous band of public open space from the East River Greenway to the Town of Humboldt. As the greenway passes through the industrial area between Danz and Main Streets, it may have to detour onto sidewalks, at least until redevelopment occurs. In designated locations, larger tracts will be acquired for active parks, as indicated by the Land Use Plan, Figure 18-1.
- 4. Duck Creek and Other Streams:** As with Baird Creek, the City will attempt to acquire land along Duck Creek, Mahon Creek and Willow Creek for public open space. The City will continue to work to provide public access to these areas.

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However, there may not be bicycle or pedestrian paths along those creeks, as there may be along portions of Baird Creek.

- 5. Waterfront Subdivision Design:** Along Baird Creek and other streams, new subdivisions could have a narrow local street (24 feet wide, parking on one side only) along the edge of the public riparian open space with houses only on the “upland” side of the street. The City will initiate a future study to review the positive and negative aspects of “single-loaded streets.”

If development occurs along navigable waterways or other major environmentally sensitive areas an area of at least 20 feet in width shall be provided for public access.

Single-loaded streets and public accessways are intended to open the neighborhood to the stream and spread the benefits of that open space to a broader area. If houses line the stream, the public investment and amenity are greatly diminished and available mainly to those who own the lots along it.

This requirement will be enforced through the process of preparing Area Development Plans and adopting Official Maps, as has been the practice in Green Bay.

- 6. Brownfields:** The City will work with landowners to conduct a study to determine the location of properties burdened by pollution, assess the cost and feasibility of remediating it, and propose future uses for such sites. A grant will be sought from the US Environmental Protection Agency to support an initial study. The study area should encompass the west riverfront and portions of the bayfront and Velp Avenue corridor.



## Objective 5 – The Bayfront

**Guide the bayfront for parks and public open space, housing, offices and water-dependent industries.**

### **Recommended Policies:**

- 1. Desired Land Uses:** The bayfront will continue to be used for heavy industry, power generation, and public open space, as illustrated by the Land Use Plan. Although the bayfront west of the Fox River was once a thriving marsh supporting a wide variety of wildlife, much of it has been altered beyond restoration by industries and landfills. A narrow band of parkland will be extended east from Ken Euers Park to the vicinity of Bylsby Avenue. East of the Fox River, the Land Use Plan calls for changing a strip of industry to park and linking Bay Beach Park to the Metro Boat Launch.
- 2. Floodplains:** The City will work with the Federal Emergency Management Agency to determine whether the mapped edge of the official floodplain east of the Fox River can be adjusted so that fewer houses are encumbered by this regulation.
- 3. Wetlands:** There is a very small amount of land west of the Fox River owned by the City or the County that could possibly be restored to its original wetland function. The rest of the City or County land there has either been contaminated by such things as river dredge spoils or is greatly needed for other purposes. The City and the County will watch for opportunities to excavate and reseed small tracts of their land for wetlands, especially immediately adjacent to the bay. Assistance will be sought from the Wisconsin Department of Natural Resources, the US Fish and Wildlife Service and the US Army Corps of Engineers.



### Objective 6 – Downtown

Downtown Green Bay is the business, civic and cultural hub of the Fox Valley and, consequently, will continue to be planned as a dense, diverse and exciting urban place. Because it is the only location in the Green Bay metropolitan area that offers such an environment, the City will capitalize on this market opportunity by following design principles that increase rather than dissipate that sense of “downtown”:

- High density development
- Mixed use buildings, especially with retail shops on the ground level and housing or offices on upper levels
- Richly detailed building architecture
- Many windows and doors on the first floor of every building
- Trees and public art in the sidewalks
- Inviting small parks and plazas
- Public walkways along the river
- Buildings that take advantage of river views
- Two-way streets
- Parking in structures, small, highly-landscaped surface lots and along every street
- Attractive river bridges with dramatic nighttime lighting
- A combination of commercial or government offices, shops, housing, restaurants, entertainment, meeting spaces and public facilities (such as the library or courthouse).

The land use plan for downtown is based on the *Downtown Design Plan* (1997). That plan is hereby adopted into the Comprehensive Plan by reference.

**Continue to revitalize downtown Green Bay as the regional center for office, government, entertainment, hotels, housing and civic facilities.**

#### Recommended Policies:

- 1. Continue Downtown Improvements:** The City of Green Bay will continue to financially assist the private revitalization of the Downtown (including both the west and east banks of the Fox River), recognizing its importance to the Green Bay and the region. Increase the amount of office space, the number of housing units, and the number of full-service restaurants. Locate regionally-significant or regionally-unique facilities in there. Emphasize density, diversity, walk-ability and beauty.  
  
The county, state and federal governments should be expected to participate with roads, bridges, redevelopment and cultural or entertainment facilities.
- 2. Plan Update:** Adopt an update of the *Downtown Design Plan* in 2003 to reflect changes in Washington Commons (formerly Port Plaza Mall) and other downtown elements since 1997. Also, study and improve the parking system.
- 3. Villages and Districts:** Shape Downtown into “urban villages” and districts, including Town Square Village, Entertainment Village and Broadway Village, and the Convention District and the Central Activity Core Support District.
- 4. Town Square Village:** Create a “heart” for the Downtown with these features:
  - Town Center Park
  - Washington Commons Repositioning and Redesign
  - Mixed-use development

- 5. Entertainment Village:** Create a 'round-the-clock activity place that complements the Town Square Village by providing opportunities for business, leisure and community activities composed of:
- A signature office complex at Walnut and Washington Streets
  - Fox Theatre renovation
  - Mixed-use commercial infill
  - Mixed-use parking ramp
  - Open-air market and marina at the existing bus garage
  - Cultural heritage center south of Mason Street on the river
- 6. Broadway Village:** Provide opportunities for business ventures to operate in a distinctive environment and take advantage of opportunities provided by the character of the Broadway Corridor and the Fox River, including these elements:
- Mixed-use infill and pedestrian-oriented development
  - Mixed-use infill automobile-oriented development
  - Fox River and Great Lakes Park north of Dousman Street
  - Neville Museum expansion
  - Marina and mixed-use complex north of Mason Street
  - Mixed-use redevelopment south of Walnut Street
- 7. Convention Center District:** Create a highly identifiable and viable convention center complex that serves the intrastate and interregional conference and meeting markets, including:
- Convention center expansion
  - East River Park extension
  - Convention marina
  - A landmark tower
  - Hotel expansion
  - A new hotel
  - A mixed-use parking ramp

- 8. Fox River Redevelopment:** Continue to assist in the redevelopment of both banks of the Fox River. Emphasize the remediation of polluted sites or buildings, the relocation of activities that do not require or benefit from a riverfront location, and the introduction of land uses such as water-dependant industry, housing, offices, restaurants, hotels and marinas.
- 9. Fox Riverwalk Parks and Trails:** Complete a system of pedestrian esplanades, plazas and walks on both sides of the river with links to the Downtown, the neighborhoods and the East River park system.
- 10. Wayfinding and Gateways:** Create a system of wayfinding and gateways signs around the city and the Downtown to help people find their way to Downtown, experience a sense of arrival, find their way to key sites Downtown and build Downtown identity.



### Objective 7 – Major Roadway Corridors

As with most American cities, Green Bay has many arterial roadway corridors that are an evolving mixture of housing and business. Numerous problems, described below, are generated by this relationship of land use and road function.

Prime locations of this classic phenomenon in Green Bay are:

- Velp Avenue
- University Avenue
- Portions of Main Street
- Portions of Mason Street, both East and West
- Portions of Shawano Avenue

#### Origins of the Situation

These linear mixtures of housing and business were often created through the following general sequence:

1. Small lots were platted for single-family houses facing a low-volume two-lane road on the developing fringe of the community.
2. As the community grew outward, traffic increased on the road.
3. Businesses (each with its own driveway onto the road) were attracted and filled gaps among the houses.
4. The road was widened to accommodate increased traffic, often requiring the acquisition of part of the front yards of the abutting residential and commercial sites.
5. Increased turning movements at intersections and driveways reduced the traffic capacity of the road, and traffic safety problems grew.

The root problem is that the transportation and land use relationship has shifted from one of low roadway traffic volume and low access demand to one of high volume and higher access demand. The road

is being asked to perform the competing and mutually incompatible functions of land parcel access and traffic movement. Roads such as those listed above cannot handle average daily traffic volumes greater than 10,000 vehicles per day while providing frequent driveway access points.

#### Resulting Problems

There are several problems associated with roadway corridors such as those listed above:

**Redevelopment Difficulties:** Redeveloping the single-family houses along arterial corridors to commercial or multi-family housing sites is difficult because :

- The lots typically have insufficient depth for those activities.
- Individually the single-family housing lots are too narrow, requiring the assembly of several to make a viable site.
- The cost of acquiring and removing the housing is not yet warranted by the potential value of new development.
- Most of these roads abut existing residential neighborhoods, and the second tier of residents oppose the commercial land uses being proposed.

**Housing Disinvestment:** Housing quality often deteriorates in such locations because few people want to make a long-term ownership commitment in an environment degraded by high auto traffic volumes. There seems to be an undefined tipping point beyond which a corridor changes from residential to non-residential and beyond which there is no chance or desire to save its single-family character.

It is sometimes possible to sustain single-family housing along a busy arterial road; this will depend on the size and style of the housing, the natural features of the sites (such as mature trees along the road) and a location convenient to shopping, jobs and community amenities.

**Pedestrian Environment:** Finally, the pattern of streets, parking lots, driveways and buildings is often designed only for the automobile and is hostile to the pedestrian and bicyclist.

**Plan land use along the major road corridors in a manner supportive of the functional classification of the road and consistent with the objectives of the Urban Design Plan.**

**Recommended Policies:**

- 1. Road System Planning:** The City of Green Bay and Brown County will work to establish the future function and design of roads in and around Green Bay as far in advance as possible. This will be done by adopting and following the *Smart Growth 2022* Transportation Plan, which includes approximate future road alignments, a roadway functional classification plan, and road right-of-way dimensions.

The right-of-way width standards in the functional classification plan include sufficient land for the needs of the road, utilities, landscaping, lateral clearance and, in most instances, sidewalks. Space for bicycle paths or on-street lanes may increase right-of-way needs.

The City and the County should adopt an official map of road rights-of-way based on the Transportation Plan and more detailed alignment studies.

Based upon the adopted Transportation Plan and official map, sufficient land should be acquired in advance of or at the time of subdivision or development for the expected road needs. Acquisition will be accomplished through required dedication by the landowners and, in some cases, purchase by the City, County or State.

The City and County will adopt and follow the roadway access guidelines presented in the Transportation Plan. Those

guidelines require greater spacing between access points, increased restrictions on turning movements and increased access control (e.g., signals versus stop signs) as the designated road function rises in the hierarchy.

- 2. Road Corridor Land Use Planning:** The edges of arterial roads may be planned for any variety of land uses, ranging from single-family housing to shopping centers, as long as the roadway access guidelines are followed. Generally speaking, access efficiency and visibility should tend to guide more intensive land uses to the edge of major roads and land uses that generate less traffic to minor roads. While housing developers may not view the edge of an arterial road as the most desirable environment, it is not necessary to line every stretch of arterial frontage with commercial or multiple-family development. In fact, allowing some low-density neighborhoods along arterial roads is both necessary and desirable. However, if housing is located along an arterial or collector road, its access must conform to the spacing guidelines of the Transportation Plan, meaning that intersections will be widely spaced and there will be no direct driveway access allowed.

- 3. Redevelopment Techniques:** There is a range of possible responses by the City or County to the problems created by inappropriate land use and access along arterial roads. The choice of methods will be made on a case-by-case basis.

**A. "Live with It":** The least desirable option but one that many cities must adopt for a period of time is to live with the negative effects on the roadway and the land development. However, there are costs associated with this option such as lost development opportunities, traffic accidents and congestion.

**B. Planning and Zoning:** The City or County could plan and zone the inappropriate locations for office, multi-family housing, a small shopping center or a similar use that might offer

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possibilities for improved access spacing and control. While this option has little direct cost to the City or County, it also depends on a willing and aggressive private sector for implementation. Small office buildings for professionals or corporations have often succeeded in these settings and can be compatible neighbors with an adjacent residential neighborhood.

With the many locations of concern, this alternative is a necessary first step to change (which does not preclude Option D).

**C. Site Improvements:** Site improvements may reduce somewhat the negative relationship between housing and a major road. For instance, housing may be protected from the deleterious effects of traffic, parking lots and commercial buildings by landscaping, setback, building orientation and size.

The road function may be protected by combining or closing access points and/or changing the access design.

**D. Acquisition and Redevelopment Assistance:** The City may assist private developers in acquiring property, relocating residents, and clearing buildings in order to stimulate new development under the powers granted by Wisconsin Statutes. Several financial tools are available such as Tax Increment Financing, a Neighborhood Improvement District, a Special Benefit District, federal Community Development Block Grant funds, general obligation bonds and others.

**E. Right-of-Way Acquisition and Improvement:** The City or County, perhaps in conjunction with the Wisconsin Department of Transportation, could acquire and clear inappropriate land development along one side of a roadway and add it to the public road right-of-way. The land could be devoted to landscaped open space, a sidewalk and a bicycle path to benefit the corridor travelers and the adjacent residents. If this

option were selected, it would be less costly if the City did not prematurely zone the land for more intensive use.



## Objective 8 – Environmental Resources

The Natural Resources Plan of *Smart Growth 2022* contains many recommendations for the management of surface water, ground water, soil and wildlife habitat. Some of those recommendations are included in this chapter as well as the Parks, Greenways and Parkways Plan. The major elements that are most closely linked to the pattern of land use are reiterated below.

**Safeguard and improve environmental features as a means of promoting sustainable urban development, revitalization and quality of life.**

### Recommended Policies:

1. **Wetlands:** The City will continue to protect its few remaining wetlands by updating its zoning ordinance to protect wetlands outside of floodplains and following the guidelines of its surface water management plan.
2. **Floodplains:** The City will protect floodplains and floodways by applying and enforcing its floodplain zoning ordinance.
3. **Greenways:** The City will enlarge and extend greenways, as described in the Parks, Greenways and Parkways Systems Plan, both for recreation, non-motorized transportation and environmental protection. The greenways, being linear public open space along creeks or rivers, provide natural vegetation, flood storage and runoff filtration.
4. **Parks:** As noted in the Parks Plan, the City will manage portions of some of its parks in a more natural manner, allowing some grass to grow wild, removing invasive plant species and reintroducing lost plant species. The Bay Beach Wildlife Sanctuary is the prime example of this approach, and portions of

He-Nis-Ra Park are also left more natural.

## Objective 9 – Redevelopment

It will be essential for Green Bay to maximize the use of all its industrial and commercial property since it has a limited supply of it and has invested in roads and utilities to those sites. Tax base, jobs, property values and urban visual quality all depend on using land well. Older properties will be continually recycled to avoid economic and functional obsolescence (although historically significant sites need special review).

At some point the City may not be able to open more fringe sites and will be totally dependent on redevelopment. The recent historical rate of absorption for industrial and commercial land in Green Bay is 40 acres per year. To continue at that rate, some redevelopment should be accomplished annually.

### Brownfields

In Green Bay as in many other cities, an important subset of redevelopment is those properties commonly known as brownfields. *Brownfield* is the term applied to a site or building that has been harmed by the prior misuse of hazardous substances, including petroleum products or synthetic chemicals. Our understanding and regulation of these substances was poor for many decades, resulting in practices that would not be tolerated today.

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Properties encumbered by soil or other contamination are a health hazard and are often difficult to use to their highest and best potential. The presence of hazardous waste in soil or a building is a major hindrance to its redevelopment or even its sale. This is because laws often state that the current owner of a site is liable for the cost of remediation even if he or she did not act to create it. Thus, lenders always require a variety of legal protections when working with such sites.

It is in the interest of the community, and often in the interest of the property owner, to resolve these problems. Financial assistance is available from federal and state agencies to help cities, counties and property owners identify and rank problems, determine how to re-use properties, and clean the properties.

Several locations of contaminated properties were identified in the Land Use chapter (page 5-34) of Volume 1, Analysis of Conditions, of *Smart Growth 2022*.

### **Restore underutilized urban and waterfront properties to viable commercial, residential or recreational opportunities.**

#### **Recommended Policies:**

- 1. Redevelopment Studies:** The City will engage in a continuous process of assisting the redevelopment of commercial or industrial corridors or districts.

**Target Areas:** The top priority locations for redevelopment assistance are as follows. The City will refine this list and concentrate on as many as that staff determine it has capacity for:

Primarily Industrial Areas:

- The Ashland-Broadway corridor
- Velp Avenue corridor
- The Quincy-Webster Avenues corridor

- Tower Industrial Park

Primarily Commercial Areas:

- Military Avenue
- Mason Street
- University Avenue
- Lombardi Avenue
- Main Street east of the Olde Main District
- Downtown

**Process:** The City will prepare a plan for each of the areas listed in turn as the threshold of redevelopment assistance approaches. Those plans will address market forces, land use patterns, building conditions, traffic circulation, property acquisition, relocation and clearance, public finance, urban design and public participation. Consulting teams may be retained for these studies.

**Tools:** The financial or other tools that the City may use to assist redevelopment will be determined by the study for each area, and these tools may change as the years go by. However, at this time, they include: private investment, tax increment financing, general obligation bonds, state or federal roadway improvement funds, and state redevelopment grants (not presently available), state or federal brownfields remediation funds, zoning, and street or utility improvements.

- 2. Brownfields Redevelopment:** The City should undertake an ongoing program to systematically redevelop polluted sites.

**Advisory Board:** The City will establish an advisory board to guide a plan for the identification, selection and successful redevelopment of contaminated sites. This advisory board may be composed of residents, community groups, City staff and concerned individuals who may be affected by contaminated properties or otherwise have an interest in this subject.

**General Plan:** The City, through the brownfields advisory board, will identify, assess and plan a response to properties located in Green Bay, especially in the Downtown or along the Fox River, that may have or are perceived to have contamination that inhibits their redevelopment. This response may entail locating contaminated properties and ranking them in priority.

**Brownfields Program Funding:** In addition to establishing the brownfields advisory board, the City will create financial partnerships relative to this identification, assessment and redemption process, and leverage public and private funds to enhance this effort. More specifically, the City will build programmatic and financial partnerships with the US Environmental Protection Agency, the Wisconsin Department of Natural Resources, the US Army Corps of Engineers, and local businesses and banks.

**Business Assistance:** When the City and the advisory board have clearly identified a high priority candidate site for re-use, the City will use federal grant money secured under the response partnerships effort to:

- Identify the type and extent of contamination
- Prepare a cost-benefit analysis weighing the cost of cleanup against alternative future uses of the site. (Housing and industry have different remediation costs but provide different benefits.)

**Site Preparation:** Once the previous steps have been accomplished, the City will apply for federal or state monies to capitalize a revolving loan fund that could be used by current or future property owners to remediate contamination on a given site. In addition, the City may improve (or help property owners improve) streets or public utilities and conduct other steps to fully prepare a site for rebuilding.



### Objective 10 – Transit-Oriented Development

#### Promote development in selected corridors and districts that encourages transit ridership.

With the right combination of market support and public policies, appropriate development near bus stops and along bus lines can increase system ridership, help create interesting, sustainable neighborhoods or districts, help guide regional growth and broaden the range of choices in travel, residence and shopping.

The following policies support and complement other elements of *Smart Growth 2022* such as the policies related to the downtown, some of the other near-downtown neighborhoods, certain major roadway corridors and growth along Mason Street east of I-43.

#### Recommended Policies:

- 1. Emphasis Areas and Activity Centers:** The City will seek to achieve transit-oriented development (TOD) in the corridors and districts illustrated by Figure 18-3. Many of these areas are Activity Centers: locations that attract large numbers of people to live, work, play or obtain needed services. Downtown, the medical campuses, major commercial nodes, schools and other institutions are typical activity centers. Serving these locations with transit helps them to function efficiently, and can also increase transit ridership.
- 2. Supportive Zoning and Neighborhood Planning:** The *Smart Growth 2022* Land Use plan already guides the TOD emphasis areas for mixed- and multiple-use development and medium- or high-densities. The City will adopt a new zoning ordinance and map that support that pattern. The intensity of land use will be tailored to fit the prevailing context and will be consistent with current of future neighborhood or district plans.

Plans will be primarily guided by market potential but the City will become involved to help private investors take advantage of its investments in transit, roads, sidewalks and parks.

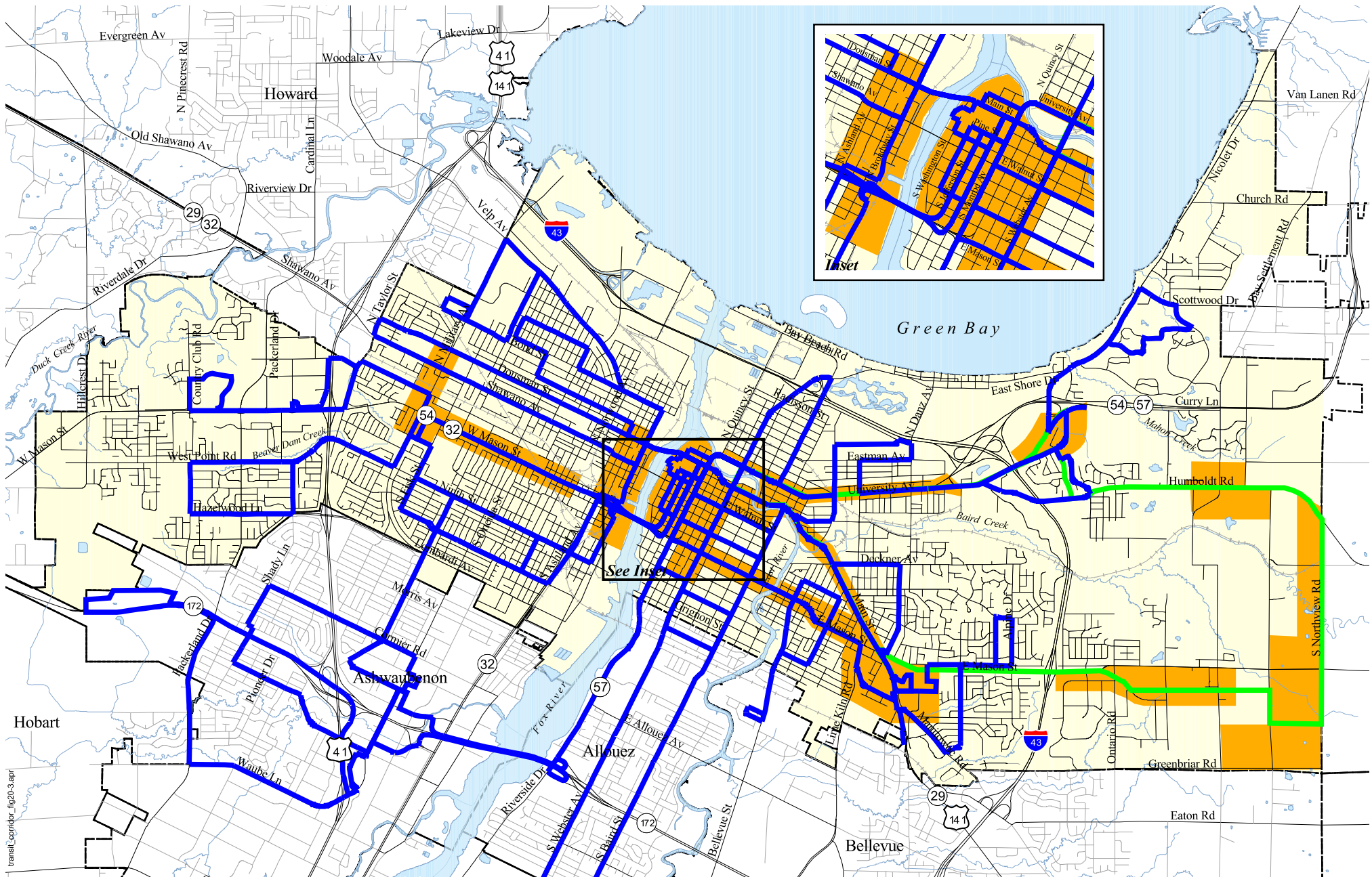
Transit-oriented development will be designed on a neighborhood basis, including an area one-eighth to one-quarter mile from the transit stop. Development density will decrease from the transit stop outward, and the pattern of land use will also vary with relation to the transit route and the surrounding context.

Zoning will encourage mixed- and multiple-use development. Buildings will be required to be located near the front sidewalk, and parking will be located to the rear, side or underground, in order to enhance the walking environment and bring front doors closer to bus stops.

- 3. Public Infrastructure:** The City will continue to invest in those public features that support higher densities and walking, such as sidewalks, decorative lighting, plazas, parks, bicycle lanes or paths, and – in downtown – structured parking.
- 4. Private Redevelopment:** As described elsewhere in *Smart Growth 2022*, the City will continue to assist private redevelopment where land is severely underutilized, blighted and/or polluted, or where there are amenities to be leveraged, such as transit service, riverfront views or public open space. The City will promote the principles of transit-oriented design when participating in residential or mixed-use development in locations having bus service.

Example of attractive transit waiting area that acts as a focal point for surrounding development.





**Figure 18-3**  
**Primary Corridors and Districts for**  
**Transit-Oriented Development**

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Pedestrian-friendly retail buildings.



Mixed-use buildings



Offices along the sidewalk



Townhouses along the street.



Neighborhood with sidewalks, street trees and narrow, interconnected streets.

### Examples of Transit-Oriented Development

## Objective 11 – Economic Development

**Green Bay will plan locations for light and heavy industries, port activities and tourism-related businesses.**

The reader should also refer to the *Smart Growth 2022* Economic Development Plan for further direction on several subjects related to those described below.

### Recommended Policies:

- 1. Industry and Offices:** The City will act to provide locations for industrial and office development in both central and fringe locations that have good transportation access.

Central locations may require public assistance with redevelopment and brownfields remediation, but the City recognizes the importance of keeping such locations in productive use, of providing jobs near workers who may not have cars, and of removing blight that threatens housing. The City will encourage corporate offices to locate in the downtown by offering financial assistance, particularly to compensate for the added cost of downtown parking.

Examples of central locations for additional employment include:

- The Fox Riverfront
- Portions of the Ashland-Broadway corridor
- The area west of Webster Avenue
- The Velp Avenue corridor
- Portions of the bayfront west of the Fox River
- Several scattered industrial locations that could accommodate either redevelopment and/or infill growth.

- 2. I-43 Business Park:** Fringe locations for industrial development include infilling areas that were initiated previously such as the I-43 Business Park. That park will also be expanded east to Northview Road.

Greater emphasis will be placed on office space in the I-43 Business Park, including an “office village” devoted to small- to mid-sized buildings for small tenants, as opposed to the emphasis on large buildings and large users heretofore.

Overall, the I-43 and other business parks will be designed and developed at a greater density than they have in the past along with landscaping and architecture of equally high if not higher quality than in the past. These requirements should be established through zoning and/or private covenants.

- 3. Highway 54-57 at Bay Settlement Road:** Another fringe location for industry or offices includes the northeast quadrant of the planned interchange at Highway 54-57 and Bay Settlement Road.
- 4. Velp Avenue:** The Velp Avenue corridor will be redeveloped to capitalize on its rail and highway access.
- 5. Bay Port Industrial Park:** The Bay Port Industrial Park (north of I-43 and west of the Fox River) will continue to be improved as a intermodal junction of water, rail and highway movement for the logistics sector of the regional economy.
- 6. Quincy-Webster Corridor:** The City will redevelop the Quincy-Webster corridor north of the East River for paper company-related expansions but including a green buffer along Webster Avenue.

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- 7. Port Activities:** The City will work with the Port of Green Bay to relocate industries along the Fox River that are not river dependent (or otherwise users of dock facilities) into land users that are river-dependent and/or take advantage of the amenity of the river, such as offices, housing and parks.

The Port will also act to concentrate port activities whenever possible (without harming key industries) in locations north of Main Street on the west bank and north of the mouth of the East River on the east bank. The Port will be encouraged to relocate coal handling and storage operations in a manner that does not adversely affect the paper industry.

- 8. Tourism:** The City will build tourism in Green Bay by acting to create a lively and attractive downtown in conjunction with the convention center and a repositioned downtown “mall.”
- 9. Medical Care:** The City will continue to work with the four “in-town” medical centers to ensure that these businesses remain in Green Bay, that their expansion needs are accommodated but that the long-term interests of the nearby residential neighborhoods are respected.

The City will encourage the concentration of off-campus expansions of downtown hospitals along East Mason Street and will seek to create a medical services district around St. Mary’s Hospital.

The medical centers will be expected to prepare and maintain campus plans that are acceptable to the neighborhoods, and the City will intervene as needed to solve problems in order to keep those medical centers and their many jobs in place.



## Objective 12 – Inappropriate Land Use

Green Bay has experienced some neighborhood decline and disinvestment because of inappropriate land use and physical deterioration combined with opportunities for new housing or businesses outside the City. Green Bay has also a history of liberal zoning that has resulted in situations where some land uses or developments are incompatible with the surrounding neighborhood in terms of intensity, scale and appearance.

**Reduce land use conflicts through redevelopment of blighted, vacant or underutilized properties, enhanced buffering or screening, and improved building and site design.**

### Recommended Policies:

- 1. Zoning Amendments:** In order to prevent new land use incompatibilities and to potentially remedy existing incompatibilities, the City shall consider amending its zoning code to:
  - Provide performance-based criteria to measure and determine appropriate land use intensity. Such criteria might include: traffic generation, hours of operation, building design and buffering.
  - Provide landscaping and screening standards to buffer different uses and parking areas from public sidewalks and streets.
  - Provide building design guidelines regarding appropriate scale and materials for new infill developments and building expansions. The Urban Design Plan provides a more detailed discussion of building design guidelines.

- 2. Property Acquisition:** The City shall consider acquisition of private property, on a case-specific basis, to eliminate land use incompatibilities or deteriorated properties and encourage redevelopment consistent with the planned land use for the area.

In many situations, land use incompatibilities result from incremental changes that have occurred over time as economic trends and development standards have changed. In those cases, the City may need to purchase certain properties to eliminate land use incompatibilities. This should be done on a case-specific basis and will require careful scrutiny of the costs and benefits involved in such action. Financial tools the City might use for property acquisition and relocation include: tax-increment financing, federal Community Development Block Grant funds, and general obligation bonds.

- 3. Neighborhood Planning:** The City will continue to implement the recommendations of adopted neighborhood plans and prepare specific plans for other neighborhoods or districts in where a need for additional guidance is identified.

The City's neighborhood planning process engages the residents and strives to protect neighborhoods from effects such as excessive traffic, blighted properties or land use incompatibilities. The planning process outlines strategies to address those issues and capitalize on opportunities to enhance the neighborhood. When preparing neighborhood plans or implementing public improvements, the objectives and actions described in this chapter and the Neighborhood and Districts Plan chapter shall be observed.

### Objective 13 – Municipal Expansion

Consistent with the principles set forth in the *Smart Growth 2022* Land Use Plan and the Utilities Plan, urban development will occur in areas served by utilities, appropriate streets and other public facilities. These and other facilities and services will be provided by the unit of government best equipped and staffed to do so, which is the city.

The City of Green Bay and the Brown County Metropolitan Sewerage District will identify locations where sewer and water lines can be extended to serve growth, will prepare land use and other plans consistent with the intention to provide for and capture new investment, and will work to achieve annexations initiated by either the City or the landowners.

Municipal annexations would produce several regional benefits:

1. Regional economic efficiency would be enhanced and spending reduced through less duplication of services and facilities.
2. Growth management would be improved and orderly development promoted.
3. Redevelopment and reinvestment would be promoted.
4. Governmental efficiency would be enhanced through rational and simplified city boundaries.
5. Potential for interjurisdictional conflict would be reduced.
6. Opportunities would be provided for fringe-area residents to have a voice in city decisions that affect them.
7. Social unity could be enhanced, and distinctions between residents of different jurisdictions could be reduced.

**Work to maintain a well-planned and fiscally sound community by including all appropriate land areas within its boundaries.**

The City of Green Bay has expanded its area of jurisdiction by approving a series of annexation petitions over the past several decades. While this comprehensive plan was being prepared, additional petitions were being reviewed for property near the interchange of Highways 54 and 57.

#### **Recommended Policies:**

1. **Rationale for Annexation:** The City of Green Bay will consider annexing land within the Green Bay Treatment Plant Allocation Area because:
  - Municipal services are required for sustainable urbanization, and Green Bay is most capable of providing those services.
  - A fiscally-sound central city is critical to the economic well-being and quality of life of the entire metropolitan community, and annexing new commercial real estate is key to achieving long-term fiscal health.
2. **Utilities:** The City of Green Bay will only extend water lines outside its present borders in exchange for annexation of land or some other benefit to the City such as a boundary agreement or shared tax revenue.
3. **Consent Annexation Policy:** When sanitary sewer service is requested for properties outside of Green Bay, the City will require immediate annexation for those properties adjacent to the city limits, if City services can easily be provided. Properties that are not adjacent to the city limits will require agreements for future annexation.

If the property for which sanitary sewer service is requested is vacant and requires sanitary sewer for development, plans will first be submitted to the City to determine if sewer service should be provided and if annexation is required. Properties abutting the City will be annexed prior to development to avoid confusion in the permitting process, unless the City determines that annexation is not in its best interest.

4. **City-Initiated Annexation Policy:** The City of Green Bay has no plans to initiate petitions for an annexation referendum at the present time. However, in the future a situation may arise in which the City feels that it is strongly in its interest to do so in order to protect its economic base or natural environment.
5. **Public Agency Impact Mitigation:** The City of Green Bay will work with the County Commissioners, fire districts, water districts or other service providers affected by annexation of property in their service areas to develop policies and procedures to address the impacts of annexation on the service providers.



## Objective 14 – Local and Regional Investments

Public spending is a powerful way to influence the pattern of land use and the actions of the private land development industry. Millions of dollars are spent annually on roads, utilities, parks and other facilities or services, all of which influence the value of land in one way or another. Thus, an excellent way to implement this plan would be to ensure that such spending is consistent with plan objectives. Ideally, *Smart Growth 2022* would be the central guiding document for all long-term capital improvements programming in Green Bay.

An important aspect of public capital spending is the relationship between transportation and land development. Highways and other major roads, while essential to our contemporary way of life and economy, may also distort land markets by facilitating development remote from presently urbanized locations or in particular corridors. By the same token, improvements in roads and transit can promote reinvestment in older neighborhoods or intensify development in selected locations. Because this plan emphasizes compact and contiguous growth, it will be essential to review all road improvement plans in light of *Smart Growth 2022* for balanced fringe growth, agricultural preservation, and neighborhood preservation.

**Invest in public facilities so as to maximize their impact, minimize duplication and advance the other objectives of *Smart Growth 2022*.**

**Recommended Policies:**

- 1. Priorities:** High priority will be given to maintenance of and reinvestment in streets, parks, utilities and other City and County facilities so as to maximize the use of existing public or private investments. Secondly, public expenditures will be used to steer private investment to locations judged best for the interest of the region.
- 2. The Role of the Public Sector:** The City, County and the State will provide infrastructure in an orderly and timely manner so as to promote intensive investment and redevelopment in target areas and neighborhoods within or near the presently urbanized area. Infrastructure investments will be used aggressively as an incentive to the private sector. Public buildings will be located and designed to foster community or neighborhood identity and raise the quality of nearby private development.
- 3. Land Use and Transportation Relationships:** Land development will be planned and regulated to make relatively intensive use of sites served by highways and other roads.

Building new roads or expanding existing ones will lag behind fringe land development in order to reduce the pace of outward urban growth and encourage the more intensive use of serviced areas. However, adequate future road rights-of-way will be planned and reserved in advance of development for the sake of economy and good design.

High priority will be given to road and transit improvements serving activity centers. Road construction and maintenance in the Urban Reserve will be held to different standards than in the Urban Expansion Area (refer to Figure 18-2, Development Districts).

Road, transit, bicycle and pedestrian access to the activity centers will be improved. In those locations, the City will plan for higher density housing, concentrated employment, compact retail and service businesses, and mixed- and multi-use land development. This more intensive land use would take advantage of the transportation investments and reduce total trips. Likewise, major trip-generators such as apartment or office buildings will be located near major roads and transit lines.

Finally, greenways, parks and parkways are other publicly-financed amenities that will be used to attract moderate- to high-density development.

- 4. Capital Improvement Programming:** The City will amend its current methods of annually updating its capital improvements program by incorporating the intentions of *Smart Growth 2022*. A process for ranking all proposed projects will use the plan's Objectives as a starting point, then consider mandates, prior commitments, project interrelationships and cost effectiveness.

A perfect convergence between the plan and the capital improvements programs is unlikely to emerge, but a higher degree of consistency will result than if *Smart Growth 2022* were not formally considered at all. In addition, this disciplined process will force a greater recognition of the importance of *Smart Growth 2022* in the minds of all staff and local public officials and also lead to regular, thoughtful plan amendments.

**5. Fiscal Management Guidelines:** The City of Green Bay will consider all potential funding sources to arrive at creative means of effectively implementing plan recommendations and will adopt a method for determining the value of projects or services provided. The following guidelines should be used:

- Adopt and use financial management policies for the City and County that include long-range planning and performance management.
  - Inform the community and obtain community input when financing capital projects.
  - Include cost-benefit analysis as part of each project. Benefits need to be well-defined and the analysis will look at the project from both a “good times” and “bad times” perspective.
  - Use benchmarking as a tool to measure financial performance and financial condition compared to other communities or counties of comparable size. Benchmarking will take into account different tax policies in different states and will be sure to address both long- and short-term debt.
  - Establish a direct relationship between revenue sources or taxes and the service or value received.
  - Link financing of projects to adopted plans.
  - Consolidate services when possible to achieve economies of scale and efficiency.
  - Identify and use several revenue sources so as to avoid becoming too dependent on any one source.
- Choose revenue sources that are consistent with the ethical standards and integrity of the community.

## Objective 15 – Regional Planning

**Encourage the nearby Towns and Villages to adopt plans and zoning consistent with the preservation of agriculture, protection of natural resources and cost-efficient urban growth.**

### Recommended Policies:

- 1. Coordination and Cooperation:** Promote intergovernmental cooperation and coordination in land use and other planning. In particular, improve the communication among Green Bay and the several adjacent Villages or Towns on matters of land planning, infrastructure planning and development reviews. The City will continue to cooperate with nearby cities and counties on economic development activities as it has done recently in pursuit of a “regional technology zone.”
- 2. Leadership in Regional Planning:** Host an annual meeting with Brown County and the cities, towns and villages adjacent to Green Bay to discuss land use and development issues. The aim of those meetings should be to open the lines of communication, reduce barriers to cooperation, exchange information and promote the goals of the Wisconsin Smart Growth program. Seek public participation in those meetings and newspaper coverage of the topics.

### Objective 16 – Land Use Plan Implementation

**Use this plan as a basis for reviewing development applications, as the foundation for rewriting the City’s zoning ordinance and as a guide for neighborhood or district plans.**

This land use plan will only be as good as its application. While the policies and map of this and other chapters are a good foundation for future decisions, much work remains to be done. In particular, the antiquated zoning ordinance will be replaced, and that work was begun long before the adoption of this plan. Detailed neighborhood and Small Area Plans will be needed, and they will take direction from *Smart Growth 2022*. Finally, sound judgement by the staff and steady political leadership will be needed to implement this plan on a daily basis.

### Objective 17 – The Planning and Regulatory Process

**Build regional land use planning relationships that help accomplish *Smart Growth 2022*.**

#### Recommended Policies:

1. **Zoning Ordinance and Map:** Totally rewrite the Green Bay zoning ordinance to support the policies of *Smart Growth 2022* and contemporary city planning principles. Create new districts that conform with the categories of the land use plan, especially the new mid- and high-intensity retail-office-housing categories. Include a traditional neighborhood design district. Improve the requirements for commercial site plans and landscaping, signs and light control. Amend the process

for reviewing applications.

Amend the citywide official zoning map to apply the new districts and translate old districts to new ones.

When reviewing development or rezoning applications, or when preparing small-area or neighborhood plans, consult the policies of *Smart Growth 2022*, including this chapter, the Urban Design Plan, the Neighborhoods Plan, the Urban Design Plan, the Parks, Parkways and Greenways Plan, and the Natural Resources Plan.

2. **Subdivision Ordinance:** Amend the Green Bay subdivision ordinance to require narrower local residential streets with sidewalks and trees.
3. **Development Districts Policy:** Continue to follow the Development Districts Policy, which helps ensure that public investments in streets and utilities are used efficiently and reduces unneeded or premature expenditures.
4. **Development Review Process:** Make land use and development decisions in a reasonable, responsible, predictable manner based on approved plans and ordinances. Land will continue to be designed in large tracts and whole neighborhoods rather than piecemeal.

The process of reviewing applications for land development or rezoning in Green Bay will be revamped to make it more efficient and “customer-friendly.” This will be done during the rewriting of the City’s zoning ordinance. The current six-meeting process will be revised to a two-meeting process:

- Application submitted to staff for review
- Planning Commission review and recommendation (one meeting)

- Common Council review and decision (one meeting)

At the same time, staff will strive to work with applicants to ensure that the planning and design aims of *Smart Growth 2022* are implemented. This may involve interpreting objectives or guidelines that are not clear-cut and specific, and persuading developers to amend their designs to satisfy community aims not expressly stated in the new zoning ordinance but contained in *Smart Growth 2022* or neighborhood plans.

## Implementation Program

This section describes the major actions involved in implementing the *Smart Growth 2022* Land Use Plan and indicates the relative priority of each, the responsible agency and any required coordination. Numerous specific actions are described in the body of this plan while the items listed below are only the major short- and long-term actions.

**Table 18-4: Implementation Program for the Land Use Plan**

<b>Priority</b>	<b>Action</b>	<b>Lead and Coordinating Agencies</b>
<b>1</b>	<b>Plan Adoption:</b> The City of Green Bay will formally adopted <i>Smart Growth 2022</i> as its guiding document for land development and related infrastructure planning. Use this plan to adjust zoning ordinances and capital improvement programs.	Planning Department  Public Works Department and the Green Bay Historic Preservation Commission.
<b>1</b>	<b>Amend the Zoning Ordinance:</b> Completely rewrite the Green Bay zoning ordinance to bring it into conformance with this plan and contemporary practices, to improve site planning standards, and to clarify administrative procedures, among other changes.	Planning Department  Public Works Department
<b>1</b>	<b>Small Area Plans:</b> Continue to prepare small-area plans to guide future subdivisions in order to promote consistency with <i>Smart Growth 2022</i> .	Planning Department  Public Works Department, Parks, Recreation and Forestry Department

Priority	Action	Lead and Coordinating Agencies
1	<b>Site Plan and Subdivision Reviews:</b> Use the guidance from this and other chapters of <i>Smart Growth 2022</i> to review applications for commercial, industrial and multiple-family housing site plans approval as well as applications for land subdivision.	Planning Department Public Works Department
2	<b>Greenways:</b> Continue to acquire land for greenway extensions, and plan adjacent subdivisions to “open up” to those green edges.	Parks, Recreation and Forestry Department Planning Department
2	<b>Redevelopment:</b> Continue the process of redevelopment and infill development in older neighborhoods and districts and along the Fox River using all available tools of assistance including brownfields remediation funds. Systematically prepare plans for and engage in business-like assistance to private investors in targeted locations.	Planning Department Green Bay Redevelopment Authority, Green Bay Economic Development Department, Department of Public Works, Wisconsin Department of Natural Resources.
3	<b>Intergovernmental Coordination:</b> Continue to coordinate planning efforts with adjacent units of government, Brown County and the Green Bay Metropolitan Planning Organization. Meet at least once per year with representatives of adjacent communities to discuss matters of common interest in land use, parks, roads, utilities, surface water and economic development.	Planning Department Public Works and Parks Departments

